

Charter Bylaw 19275

Text Amendments to Zoning Bylaw 12800 for Open Option Parking

Purpose

To amend Zoning Bylaw 12800 to implement Open Option Parking by removing minimum vehicle parking requirements and making a number of other supporting amendments.

Readings

Charter Bylaw 19275 is ready for three readings after the public hearing has been held.

A majority vote of City Council on all three readings is required for passage.

If Council wishes to give three readings during a single meeting, then prior to moving third reading, Council must unanimously agree “That Charter Bylaw 19275 be considered for third reading.”

Advertising and Signing

This Charter Bylaw has been advertised in the Edmonton Journal on June 5, 2020, June 13, 2020, and June 16, 2020.

Position of Administration

Administration supports this Charter Bylaw.

Previous Council/Committee Action

At the January 28, 2020, Urban Planning Committee meeting, the following motion was passed:

That Administration bring Zoning Bylaw amendments for Scenario One (Full one-step implementation of Open Option Parking), as generally outlined in the January 28, 2020, Urban Form and Corporate Strategic Development report CR_7229 to the June 23, 2020, City Council Public Hearing.

Report Summary

Open Option Parking is an important component to achieve Edmonton's city-building goals. Current minimum vehicular parking requirements have resulted in an oversupply of on-site parking, which acts as a barrier to achieving the walkable, compact, urban environment envisioned by *The Way We Grow*. Under an Open Option Parking approach, the amount of on-site parking to be supplied for new developments will be determined by the landowner or business. It is important to note that Open Option Parking does not mean 'no parking', though it is possible a developer could provide no parking. Change will be gradual as sites are developed or redeveloped. Ultimately, Open Option Parking is expected to lead to improved development within the City by ensuring parking supply and demand are aligned and increasing the efficiency at which development permits can be reviewed and approved. In addition, these changes will allow for greater choice and flexibility for land owners and developers to accommodate changes in the market. Administration has prepared amendments to implement Open Option Parking along with other supporting changes to Zoning Bylaw 12800 such as parking lot design and access, landscaping, stall size, loading requirements, and methods to calculate accessible and bicycle parking requirements.

Report

Parking is a powerful, often hidden, force that shapes how our communities are designed. How parking is supplied, priced, and used affects every aspect of how people live, work and move around. A comprehensive parking review undertaken in 2018-2019 found that current minimum parking requirements are ineffective at matching supply and demand for parking spaces. The review also identified an oversupply of on-site parking of greater than fifty percent city-wide. As a result, the May 7, 2019, Urban Planning Committee report CR_6707, Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, recommended a flexible, market-based approach to parking regulation. Subsequently, the January 28, 2020, Urban Planning Committee report CR_7229, Open Option Parking Implementation, recommended the full, one-step implementation of Open Option Parking.

Open Option Parking is the deregulation of parking on private property, achieved by removing the minimum parking requirements in Zoning Bylaw 12800. This is intended to address the mismatch of demand and supply, by enabling those who are most familiar with their own parking needs to determine the amount supplied. Removing minimum parking requirements does not necessarily mean no parking will be provided. An Open Option approach to parking is more likely to achieve the right amount of parking as businesses and landowners know their parking needs better than the City and have an interest in ensuring these needs are met.

Open Option Parking is an important step towards ConnectEdmonton's goals of Healthy City, Urban Places, Climate Resilience and Regional Prosperity and to realize the city-building outcomes set out in the draft City Plan by supporting more vibrant, walkable places. It improves choice for Edmontonians, supports climate resilience, and has the potential to transform Edmonton's urban form through gradual, incremental change toward a more compact, urban environment. Open Option Parking removes barriers to economic development by reducing development costs for small business. It also offers immediate cost reductions to the development of affordable and supportive housing, and can reduce the cost of market and non-market residential construction. Additionally, Open Option Parking is consistent with the philosophy of flexibility, simplicity and ease of use that underpins the Zoning Bylaw Renewal Initiative.

The proposed amendments are supported by over ten years of research, reports, studies, public engagement and incremental reductions to parking requirements. The changes create administrative efficiencies during the development review process, keep regulations simple and predictable, and are supported by the third party data analysis presented to Urban Planning Committee in the May 7, 2019, report CR_6707, Comprehensive Review of Parking Regulations in Zoning Bylaw 12800.

Parking remains an important part of Edmonton's transportation system but current minimum parking requirements are ineffective at matching supply and demand for parking spaces. There are numerous decisions that feed into demand for parking, including: transportation mode choice, the value and purpose of the trip and other personal choices; the desirability of the destination and parking management interventions. Edmonton data (as presented at the May 7, 2019, Urban Planning Committee) shows that there is no correlation between these variables and the parking supply utilization.

Open Option Parking relies on a well organized on-street parking system that manages the supply and demand for on-street parking spaces and enforces the rules for improperly parked vehicles. In the event that the "right amount" of parking is not provided on-site, which occurs under current regulations as well, Administration has the ability to manage supply and demand constraints in specific areas through measures such as paid parking and time-limited parking. A necessary step in the implementation of Open Open Parking is to review the current management and enforcement objectives for on-street parking resources to ensure its philosophy and assumptions are compatible with Open Open Parking. A review of the residential on-street parking program and operations is also underway and will include additional engagement.

Changes and Updates since January 28, 2020, Urban Planning Committee

Accessible Parking and Bicycle Parking

In Zoning Bylaw 12800, barrier-free parking and bicycle parking requirements are currently calculated based on a minimum parking requirement. Removal of minimum parking requirements from Zoning Bylaw 12800 means that alternate methods are required to calculate both barrier-free parking and bicycle parking requirements. The January 28, 2020, report CR_7229, Open Option Parking Implementation, contained placeholders for each of these calculations which have since been updated (See Attachment 2, Markup of Proposed Changes).

Barrier free parking is regulated by the Alberta Building Code based on the number of parking stalls required by the municipality. In the absence of minimum parking requirements, Administration proposes to ensure the delivery of barrier-free parking by creating five tiers of “deemed minimum parking requirements” for the sole purpose of meeting Alberta Building Code requirements. This approach generalizes the range of parking requirements currently present in Zoning Bylaw 12800, which will ensure that under Open Option Parking, barrier free parking continues to be provided at a rate comparable to today.

The Bike Plan identifies an action to review the Zoning Bylaw to update the quantity, location, and design of bicycle parking required to support City strategic objectives such as mode shift. This action will be undertaken as part of Bike Plan implementation. An interim approach to bicycle parking requirements is proposed:

- Multi-unit residential uses - one space per two dwellings
- Most non-residential uses - calculated based on the floor area of the development (see Attachment 2, Markup of Proposed Changes)

These proposed requirements will be re-evaluated through the implementation of the Bike Plan actions.

Shared Parking

Administration made changes to ensure that parking can be shared between sites, as identified as an intended outcome in the May 7, 2019, report CR_6707, Comprehensive Review of Parking Regulations in Zoning Bylaw 12800. Shared parking enables businesses and residents to make shared use of the city’s parking supply, supporting efficient use of infrastructure, compact development, and neighbourhood adaptability. The 2019 Values and Priorities Survey undertaken for this project (and included in the May 7, 2019, CR_6707 report) found a high level of agreement with opportunities for shared parking, with 94 percent agreeing or strongly agreeing with the statement “buildings should be able to share parking spaces.”

At present, Zoning Bylaw 12800 prevents shared parking spaces between different buildings and businesses because it distinguishes between accessory parking (parking provided for the users or residents of a particular building or property) and non-accessory parking (parking that is provided for users of other buildings or

properties).

Administration found that the regulatory approach proposed in the January 28, 2020 report CR_7229, Open Option Parking Implementation, did not fully enable shared parking. A revised approach is now proposed to remove the distinction of accessory and non-accessory parking, to make Vehicle Parking a Use, and to provide an exemption so that the Use does not require a development permit when developed along with another principal Use onsite. Where a Vehicle Parking Use is developed as a stand-alone parking facility, it will require a development permit application and the Use will need to be listed as either permitted or discretionary in that zone. The zones where Vehicle Parking will be permitted are proposed to match the current Non-accessory Parking Use, so that the permitted locations for stand-alone parking facilities do not change. See Attachment 2, Mark-up of Proposed Changes.

Transportation Demand Management

The January 28, 2020, report CR_7229, Open Option Parking Implementation, proposed to add the potential for a development officer to request a Transportation Demand Management (TDM) plan for certain types of development. TDM is a comprehensive assessment of how people move to and from a site or area, and can establish strategies that increase transportation efficiency to alternate modes such as walking, cycling, public transit, etc. TDM is more appropriately considered within a broader policy context, where a full range of transportation-related factors can be used to inform a TDM plan. In the interim, development officers can continue to require information related to parking as part of a development permit review, and TDM plans can be requested through the rezoning process if it is necessary to evaluate the proposal.

The Quarters Overlay

The Quarters Overlay contains parking requirements that were overlooked in the January 28, 2020, report CR_7229, Open Option Parking Implementation. Administration now proposes updates to remove parking requirements in the Quarters Overlay to ensure that Open Option Parking will apply to the Quarters as it would for the rest of the city.

Lane Access for Vehicle Parking

The January 28, 2020, report CR_7229, Open Option Parking Implementation, proposed to require parking access from a lane, where a lane exists. While this remains a desired outcome from an infrastructure efficiency, urban design, and on-street parking management perspective, the implications of implementing this change city-wide have not been fully explored. As a result it has not been included in this bylaw amendment.

Access from a lane continues to be required on properties within the Mature Neighbourhood Overlay, as well as some other select zones. The potential to

implement this requirement city-wide will be explored through the Zoning Bylaw Renewal Initiative.

Parking Maximums

The May 7, 2019, report CR_6707, Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, outlined the following approach to parking maximums:

- Existing maximums in the downtown for both commercial and residential development could be maintained.
- Existing residential maximums in transit oriented and main street areas could also be maintained, and commercial maximums added with an allowance for unlimited underground parking.

The proposed bylaw amendments now better align with this approach. Existing parking maximums are maintained and new maximums applied to commercial uses within transit oriented and main street areas. See Attachment 2, Markup of Proposed Changes.

Effectiveness Date

In order to effectively implement the proposed changes, Administration proposes an effectiveness date of July 2, 2020. This will allow for an orderly transition to the new rules and clear communication for the development industry, stakeholders and staff about when to begin applying the new rules for development application and review purposes.

Additional amendments are proposed to improve clarity, structure and readability of the on-site parking rules. Proposed changes include the following:

- Improve the standard for parking lot design, and better mitigate the parking lot impacts between different sizes of parking lots;
- Reduce the loading space requirements; and
- Simplify the structure of the parking sections of Zoning Bylaw 12800, with fewer places to look for parking regulations.

Conclusion

The proposed amendments will improve choice for Edmontonians, reduce barriers to economic development, and have the potential to transform Edmonton's urban form through incremental change toward a more compact, urban environment. While the change will be transformative, it will also be gradual and will only be realized as sites are developed or redeveloped in the decades ahead. Transformative change comes with risk but can deliver significant long term benefit.

Public Engagement

This report builds on the extensive public engagement undertaken as part of the May 7, 2019, Urban Form and Corporate Strategic Development report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, and the January 28, 2020, Urban Form and Corporate Strategic Development report CR_7229, Open Option Parking Implementation. This includes engagement with residents, development industry, community leagues, business improvement areas, the Accessibility Advisory Committee, a Values and Priorities survey of over 800 Edmontonians, and a Preferred Options survey with over 4,100 responses. This report in particular was circulated to the mailing list built over the life of this project for all interested parties, for three weeks. The comments received from this review period were considered and have generally been addressed.

Response to the proposed changes has been positive overall. Open Option Parking has received strong support throughout the development industry in particular, as well as from business improvement areas, some community leagues, and individuals. In addition, a 2019 Preferred Options survey resulted in overall public support, with Open Option Parking receiving the highest level of support of three potential approaches to regulating parking (60 percent) and was most likely to be selected as the single preferred option (47 percent). Reasons for support generally focus on the potential for development cost savings, particularly for affordable or permanent supportive housing; support for a transportation mode shift; and potential benefits to the urban form.

Administration received a total of 14 responses to the draft report: four from residents, three from the development industry, and seven from community leagues. Response from the development industry was generally positive with some minor questions or concerns regarding the details of the proposed amendments, most of which have been addressed. The responses from community leagues and residents were mixed, ranging from full support to concerns about the potential for developments not to supply enough parking; the potential on-street parking congestion; and the potential impacts of shared parking on residential neighbourhoods.

Attachments

1. Charter Bylaw 19275
2. Markup of Proposed Changes